

## Message Text

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PAGE 01 STATE 046657

70

ORIGIN IO-11

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DRAFTED BY IO/SCT:JPTREVITHICK

APPROVED BY IO - DR. MOREY

IO/CH - MR. GREENE

OES/ENP/EN - DR. KING

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R 261604Z FEB 76

FM SECSTATE WASHDC

TO AMEMBASSY NAIROBI

INFO USMISSION USUN NEW YORK

USMISSION GENEVA

UNCLAS STATE 046657

E.O. 11652: N/A

TAGS:SENV, UNEP

SUBJECT: UNEP: EXDIR TOLBA'S VISIT TO WASHINGTON

SUMMARY: UNEP EXDIR MOSTAFA TOLBA PAID BRIEF VISIT TO WASHINGTON ON FEBRUARY 24 AND MET WITH IO DEPSEC MOREY, OES DEPSEC HERTER, AND OTHERS IN DEPT. THE DISCUSSIONS DEALT WITH THE ANTICIPATED HANDLING AT GC/IV OF UNEP'S RELATIONSHIP TO POST-HABITAT INSTITUTIONAL ARRANGEMENTS AND WITH THE STATUS OF US CONTRIBUTIONS TO THE ENVIRONMENT FUND. HIGHLIGHTS FOLLOW.

1. HABITAT: MR. HERTER SUGGESTED THAT GC/IV ACTION ON HABITAT INSTITUTIONAL ARRANGEMENTS SHOULD BE LIMITED TO GENERAL CONSIDERATIONS WHICH MIGHT BE FORWARDED TO THE UNCLASSIFIED

UNCLASSIFIED

PAGE 02 STATE 046657

HABITAT CONFERENCE. HE DID NOT THINK THAT GC/IV SHOULD

TAKE ANY POSITION ON THE ALTERNATIVE ARRANGEMENTS NOW BEING ELABORATED BY THE HABITAT SECRETARIAT ON WHETHER THE POST-HABITAT INSTITUTIONAL ARRANGEMENTS SHOULD BE ORGANIZED AROUND THE ESA IN THE UN OR AROUND THE UNHHSF IN UNEP, ALTERNATIVES A AND B. IN RESPONSE, MR. TOLBA SAID HE AGREED ENTIRELY THAT GC/IV SHOULD NOT MAKE ANY RECOMMENDATIONS PER SE WITH REGARD TO ALTERNATIVES A AND B. HE FELT THAT A "SET OF PRINCIPLES" SHOULD BE COMMUNICATED FROM THE GC TO HABITAT TO FACILITATE THE DISCUSSIONS AT HABITAT.

HE AGREED THAT IT WAS NOT THE ROLE OF GC/IV TO TAKE ANY DECISIONS. IN AMPLIFYING HIS CONCEPTION OF A "SET OF PRINCIPLES", MR. TOLBA DWELT AT LENGTH ON THE RELATIONSHIP OF THE NATURAL TO THE MAN-MADE ENVIRONMENT AND THE PRE-EMINENT ROLE OF UNEP IN DEALING WITH THIS RELATIONSHIP. REGARDLESS OF THE ULTIMATE DECISION AS BETWEEN THE TWO ALTERNATIVE ARRANGEMENTS NOW BEING CONSIDERED, THEREFORE, TOLBA SEES UNEP CONTINUING TO PLAY A PROMINENT ROLE IN THE OVERALL AREA OF HUMAN SETTLEMENTS. IN FURTHER ELABORATION, TOLBA ACKNOWLEDGED THAT THE UNEP SECRETARIAT HAD GONE FAR TOWARD THE DEVELOPMENT OF A FULL BLOWN PICTURE OF POTENTIAL IMPACT ON UNEP'S PRESENT ORGANIZATION OF ALTERNATIVE B. HE SAID THAT, IN RESPONSE TO THE HABITAT SECGEN'S REQUEST, BOTH THE ESA AND UNEP WERE DEVELOPING PAPERS DEALING WITH ELABORATING THE ALTERNATIVES. THESE PAPERS, IF READY IN TIME, WILL BE CIRCULATED AT GC/IV AS BACKGROUND DOCUMENTS TO THE DISCUSSION ON HABITAT. TOLBA EMPHASIZED THAT THESE DOCUMENTS WOULD IN NO WAY BE BEFORE THE COUNCIL FOR DECISION. ON SPECIFICS, TOLBA ENVISAGES THE UNEP ALTERNATIVE ALONG THE FOLLOWING LINES: THERE ALREADY EXISTS A FINANCIAL ARM FOR HABITAT INSTITUTIONAL ARRANGEMENTS IN THE FORM OF THE UNHHSF. HE FORESEES NO REVISION OF THE SCOPE AND PURPOSE OF THE FOUNDATION AS DECIDED IN GA RES 3327(XXIX). THE FOUNDATION SHOULD NOT BE LOCATED IN NAIROBI BUT NEAR SIGNIFICANT BANKING AND FINANCING INSTITUTIONS. HE MENTIONS SPECIFICALLY ZURICH, GENEVA OR LONDON. (HE RULES OUT NEW YORK, WHICH HE OTHERWISE BELIEVES A LOGICAL SITE, ON THE GROUNDS THAT THE US VOTE AGAINST ESTABLISHING THE FOUNDATION MAKES IT VERY DIFFICULT FOR HIM TO PROMOTE NEW YORK.) THE

UNCLASSIFIED

UNCLASSIFIED

PAGE 03 STATE 046657

SECOND ELEMENT NECESSARY TO POST-HABITAT INSTITUTIONAL ARRANGEMENTS IS A TECHNICAL ASSISTANCE ARM. THIS FUNCTION IS ALREADY CENTERED IN THE CENTER FOR BUILDING, HOUSING AND PLANNING IN ESA WHICH TOLBA WOULD PRESERVE IN ITS PRESENT LOCATION, ALTHOUGH HE WOULD SUBJECT ITS MODE OF OPERATION AND EFFECTIVENESS TO CLOSE SCRUTINY. THE THIRD ELEMENT OF POST-HABITAT ARRANGEMENTS LIES IN THE HUMAN SETTLEMENTS ACTIVITIES NOW BEING CARRIED ON BY UNEP AND

LOCATED IN NAIROBI. TOLBA BELIEVES THAT THE CHBP AND THE UNHHSF PERFORM COMPLIMENTARY FUNCTIONS WHICH SHOULD NOT BE CONSOLIDATED. THE OVERALL PROGRAM AND ITS SEPARATE PARTS WOULD RECEIVE EXECUTIVE AND POLICY GUIDANCE FROM THE SAME SOURCES; I.E., FROM THE EXDIR AND THE GOVERNING COUNCIL OF UNEP. THIS CONCEPTION OF POST-HABITAT INSTITUTIONAL ARRANGEMENTS WOULD BE REFLECTED IN THE PRESENT UNEP STRUCTURE IN NAIROBI BY THE CREATION OF TWO MAJOR DEPARTMENTS OR PROGRAMS BY (A) A NATURAL ENVIRONMENT PROGRAM WHICH WOULD INCLUDE THE PRESENT PROGRAM BUREAU AND

THE BUREAU OF FUND MANAGEMENT; AND (B) THE HUMAN SETTLEMENTS PROGRAM, WHICH WOULD COMPREHEND THE EXECUTIVE DIRECTION OF THE UNHHSF, THE CHBP AND THE HUMAN SETTLEMENTS ACTIVITIES AT UNEP HEADQUARTERS. DR. MOREY WONDERED IF THIS MAJOR EMPHASIS ON HUMAN SETTLEMENTS WAS COMPATIBLE WITH THE CONTINUATION OF UNEP'S ACTIVITIES IN OTHER SECTORS SUCH AS GLOBAL MONITORING SYSTEMS AND OTHER ACTIVITIES RELATED TO THE NATURAL ENVIRONMENT. TOLBA RESPONDED THAT THE ORGANIZATION OF THE HUMAN SETTLEMENTS FUNCTION AS HE HAD OUTLINED IT WAS FULLY COMPATIBLE WITH THE CONCEPTION OF A UN ENVIRONMENT PROGRAM WHICH EMERGED FROM STOCKHOLM, BEEN ENDORSED BY THE GA AND REFLECTED IN UNEP PRIORITIES AS DECIDED BY THE GC AT ITS FIRST SESSION. HE CONTENTED THAT IF GOVERNMENTS WERE TALKING ABOUT LAUNCHING A MAJOR DEVELOPMENT PROGRAM IN HUMAN SETTLEMENTS THEN THIS WOULD BE A DIFFERENT SITUATION AND WOULD INDEED BE FAR BEYOND UNEP'S BASIC CHARTER. HE DID NOT SEE, HOWEVER, THIS AS THE PREOCCUPATION OF GOVERNMENTS AS REFLECTED IN THE PREPARATORY ACTIVITIES FOR HABITAT ITSELF. HE SAW THIS PREOCCUPATION AS RELATING SOLELY TO THE INTERACTION OF THE NATURAL AND THE MAN-MADE ENVIRONMENT WHICH WAS PRECISELY UNCLASSIFIED

UNCLASSIFIED

PAGE 04 STATE 046657

THE JOB OF UNEP. IN CONCLUDING THIS DISCUSSION, TOLBA ASKED HIS ASSISTANT TO MAKE SURE A COPY OF THE SECRETARIAT DOCUMENT BEING PREPARED ON ALTERNATIVE B WAS MADE AVAILABLE TO THE US.

2. US CONTRIBUTIONS TO THE FUND: THIS DISCUSSION CENTERED ON THE INFORMATION, NOW CONFIRMED TO UNEP PER STATE 42674, COPY OF WHICH WAS HANDED TO TOLBA, ON PROJECTED US CONTRIBUTIONS TO THE ENVIRONMENT FUND FOR 1976 AND 1977. WHILE APPRECIATING THE INFORMATION COMMUNICATED TO HIM, TOLBA EXPRESSED CONSIDERABLE CONCERN OVER THE IMPACT ON UNEP ACTIVITIES AND AT THE VERY TIME WHEN THE PROGRAM, RESPONDING TO THE EXPRESSED DESIRES OF THE GC, WAS ENTERING INTO AN ACCELERATED STATE. TOLBA POINTED OUT THAT UNEP'S ESTIMATED RESOURCES, AGAINST WHICH THE EXDIR WAS

AUTHORIZED BY THE GC TO MAKE PROGRAM COMMITMENTS, WAS BASED ON A ONE HUNDRED MILLION DOLLARS PROGRAM OVER THE FIRST FIVE YEARS. IT NOW APPEARED, ON THE BASIS OF THE LATEST INFORMATION FROM THE US, THAT THE TOTAL AMOUNT UNEP COULD COUNT ON FROM THE US IN THAT PERIOD WAS 25, NOT 40 MILLION DOLLARS. HE ANTICIPATED THAT THIS WOULD HAVE A SEVERELY ADVERSE IMPACT ON THE PROGRAM AND WOULD FORCE A SIGNIFICANT SLOW-DOWN. WE POINTED OUT THAT US PAYMENTS WERE DEPENDENT ON ANNUAL APPROPRIATIONS. THE RECORD OF THE FIRST TWO YEARS OF THE UNEP PROGRAM CLEARLY REVEALED THAT THESE YEARS WERE LARGELY DEVOTED, UNDERSTANDABLY, TO STAFFING AND INITIAL ORGANIZATIONAL ACTIVITIES, AND FEW PROGRAM ACTIVITIES WERE ACTUALLY ENTERED INTO. THIS

RESULTED IN CONSIDERABLE CASH BALANCES AT THE END OF THE YEAR, WHICH MADE IT VERY DIFFICULT TO JUSTIFY TO APPROPRIATING AUTHORITIES THE NEED FOR LARGER CONTRIBUTIONS. WE NOTED IN THIS RESPECT THE DOLS 13 MILLION CASH CARRY-OVER AT THE END OF 1975. TO THIS, TOLBA RESPONDED THAT UNEP NEEDED THIS AMOUNT TO ENTER INTO 1976 BECAUSE OF THE NOW WELL ESTABLISHED PATTERN OF MEMBERS CONTRIBUTIONS WHICH DID NOT REALLY BEGIN TO FLOW IN UNTIL MID-YEAR. WE ACKNOWLEDGED THAT THE US ACTION WOULD REQUIRE REPROGRAMMING ON THE BASIS OF REDUCED ESTIMATES OF AVAILABLE RESOURCES. IT WAS TO ASSIST IN THIS PROCESS THAT THE US HAD COMMUNICATED FIRM INFORMATION ON ITS INTENDED PAY-UNCLASSIFIED

UNCLASSIFIED

PAGE 05 STATE 046657

MENTS. TOLBA EXPRESSED APPRECIATION FOR THE INFORMATION, EVEN WHILE BEING DISAPPOINTED IN ITS CONTENT, AND REQUESTED THAT WE KEEP CLOSELY IN TOUCH WITH HIM ON ANY CHANGE IN THE SITUATION. HE WAS ASSURED THAT WE WOULD DO SO.

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